REPORT

OF

EMERGENCY MEASURES ORGANIZATION (N. S.)

FOR THE FISCAL YEAR ENDING MARCH 31,

1975

QUEEN'S PRINTER
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TO HIS HONOUR

The Honourable Clarence Lloyd Gosse, M.D., C.M., F.R.C.S.

Lieutenant Governor of Nova Scotia

MAY IT PLEASE YOUR HONOUR:

I have the honour to submit herewith a Report of the Emergency Measures Organization (Nova Scotia) for the fiscal year ended March 31, 1975.

I have the honour to be,

Sir,

Your most obedient servant,

Glen M. Bagnell

Minister-in-Charge of Emergency Measures Organization (N.S.)

REPORT

OF

EMERGENCY MEASURES ORGANIZATION

(NOVA SCOTIA)

For the Year Ending March 31, 1975

LEGISLATION

The Emergency Measures Organization (NS) continued to operate under the authority of the EMO Act, Chapter 87 RS of Nova Scotia 1967, and regulations promulgated under authority of that Act.

AIMS

a. Enhance the capability of municipalities to make provision for, and to react to emergencies within the community, and to provide assistance in emergencies to neighbouring communities.

b. Increase the capability of the government to provide assistance to municipalities in emergencies.

c. Continue to advance the government's approved activities in the field of war emergency measures.

EMO (NS) is a co-ordinating agency of government charged with the duty of insuring that plans and preparations are made at the provincial and municipal level to deal with emergencies and/or war measures affecting the safety of life and property. During the operational phase of an emergency EMO (NS) co-ordinates the efforts of the provincial and federal government departments within the province, and of private health and welfare agencies, to assist municipalities affected by the emergency.

ORGANIZATION

For the purpose of achieving its emergency measures aim, the

province is divided into three zones with representatives at zone headquarters in Kentville, Truro, and Sydney, whose duty is to assist the municipalities in plans and training for emergencies. There is a provincial office in Halifax with a small co-ordinating staff of planners and clerical staff charged with the duty of program planning and development. EMO (NS) has six staff members in zone offices and seven at the provincial headquarters.

OPERATIONS

Emergency measures activity at the municipal level is supported by a wide variety of persons having diverse skills. Their services are provided without charge over and above their normal work in the spirit of community service, and often at some personal cost. This is particularly true in the smaller municipalities where there are few municipal employees engaged in emergency related employment.

In addition to the many hours spent on emergency operations, which cannot be accurately estimated, volunteer work done during the past year was as follows:

Activity	No. of Persons Involved	No. of Manhours
Ground Search & Rescue	1,176	8,398
Municipal Emergency Exercises	3,204	10,413
Briefings, Meetings, Conferences	1,434	2,608
Training – Provincial	208	4,036
Training – Federal	35	1,050
	6,057	26,505

The severe wind storm of October 20, 1974, was not classified a disaster of major proportions as disasters go, but many people suffered considerable hardship through being driven from their homes because of wind damage, and from the results of power failure which deprived them of heat, light, water, and other essential services. No recorded storm in Nova Scotia history has caused such widespread disruption of power and telephone service. The hardest hit areas were the Annapolis Valley, Cumberland County and Cape Breton Island.

Winds of up to 100 miles an hour were recorded during the storm of Oct. 20, 1974. Extensive damage was caused to business and residential property, particularly mobile homes, in Cape Breton.

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This storm is a source of continuing study and research to overcome the readily apparent deficiencies in coping with any disaster. Some of these in brief are:

a. the difficulties in weather forecasting in Nova Scotia, and the need of a system for 24-hour dissemination at the municipal level to those who require the information to respond to rapidly changing and hazardous weather situations;

b. establishing a provincial emergency radio network using all resources, i.e., amateur and general radio service operators, provincial departmental networks, etc. This was a vital role identified during the storm due to the severe disruption to the telephone service;

c. identifying those establishments and services for which emergency standby power is essential – i.e. hospitals, homes for the aged or disabled, radio and TV stations, etc.

d. the vulnerability of mobile homes to high winds which was shown in the Cape Breton Island area. Research provided a pamphlet which outlines systems of tie downs, proper location, etc., which will greatly reduce this threat. These pamphlets have been distributed and made available to mobile home owners.

It was encouraging to note that many municipalities put their emergency measures organization into operation. It was obvious the lessons learned from the EMO (NS) municipal emergency exercise program paid off. However, it is also indicated that many municipalities have a long way to go before they are in a position to cope with any sudden emergency.

One of the best examples of a municipal emergency measures organization that reacted immediately to this storm was the City of Sydney under the leadership of Mayor Earl Tubrett. Undoubtedly, the leadership displayed by the Mayor and the actions of his emergency measures committee contributed largely to the fact there was no loss of life and the city responded to the advice and instructions issued.

The Sydney area bore the brunt of the storm that swept across the province Oct. 20, 1974. Trees were uprooted, power and telephone lines were down, and other essential services disrupted.

During the storm a six-member crisis research team from Carleton University, Ottawa, under the direction of Professor Joe Scanlon, arrived in Sydney to study and report on major information patterns in an emergency, including how people receive and react to information and instructions. The observations of this team served to reinforce the teaching of EMO (NS). Some sample observations are:

a. Municipal officials were prepared for such an emergency and Sydney responded remarkably well to the situation.

b. With power disrupted, people found that only one radio station was capable of broadcasting, and stayed tuned into that station.

c. People look for more than general information from the broadcasting media. They rely on instructions and advice from constituted authority.

d. People naturally were most interested in receiving information about their family, friends and property.

e. An essential part of combatting an emergency is an effective communications system, making use of all available radio networks.

Although no major flooding occurred during the reporting year, conditions existed which made a threat possible. This necessitated the issuing of weather warnings and surveillance of rivers and streams. It was encouraging to note that the municipalities perennially affected, Truro, New Glasgow, Stellarton, Antigonish, Bridgewater and Sherbrooke, with the assistance of EMO (NS), issued public warnings and had plans prepared in event of major flooding.

The disastrous fire at National Sea Products of Lunenburg in February received the support of the municipal EMO, and through EMO (NS), Department of National Defence assistance was provided.

In March, the threat of a withdrawal of services by the Nova Scotia Ambulance Operators Association required the formulation

of an emergency ambulance contingency plan to provide adequate coverage for the province.

EMO (NS) is the co-ordinating agency for requests for assistance to the province from federal departments of government. The Department of National Defence provides air transport assistance to the provincial government when this request does not conflict with services normally available through commercial sources. It also provides emergency air evacuation in cases of a humanitarian nature to save lives or relieve suffering. In addition to 21 mercy flights involving cases of an emergency medical air transport nature, 10 search and rescue flights for lost persons were also carried out.

Compensation for Floods from Hurricane Beth, 1971

The Government of Nova Scotia entered into a program to compensate the victims of the floods caused by Hurricane Beth, August 15-17, 1971. EMO (NS) was assigned to administer the program.

The program was administered through individual municipalities and calls for claims were made through advertisements in the daily papers. Appraisals of damage were assessed by professional insurance adjusters. An independent appeal board was appointed to hear appeals from those individuals not satisfied with the compensation offered. Nineteen of 58 appeals were allowed.

Claims from municipalities and departments of government amounted to $1,721,628.88. Claims paid to individuals and small businesses amounted to $638,648.49. Total claims amounted to $2,460,277.37, of which the federal government's share is expected to be $858,958.17.

TRAINING

Federal Study Centre (Arnprior)

Emergency Planning Canada conducts training courses at the Federal Study Centre, Arnprior, Ontario. Courses are of a general or specific nature. EPC pays all expenses of students attending the Centre. During 1974, students from the Province of Nova Scotia attended EPC courses as follows:

Activity	No. Attending
Agriculture	3
Emergency Health	9
Emergency Social Services	6
Radiological Defence	1
Government organization	2
Management and control	19
	40

Provincial Training

Courses and instructions in emergency measures are conducted at the provincial level at the Regional Emergency Government Headquarters, Camp Debert, at zone headquarters, and in municipalities.

To assist both elected municipal officials and employees of municipalities new to the current emergency measures program, a basic indoctrination seminar was developed to outline the emergency measures process. The presentation was given as a prelude to municipal disaster planning and exercises scheduled for nine communities, varying in size from the City of Dartmouth to the Town of Mulgrave. This type of presentation was considered most beneficial in providing a better understanding of emergency measures.

EMO (NS) zone controllers attended seminars, gave lectures, talks and film presentations to numerous groups, including students nurses, service and municipal clubs, church organizations, boy scouts, radio communication clubs, municipal councils and emergency planning committees.

A two-day seminar was conducted at Camp Debert to assist municipal Emergency Measures Co-ordinators to better understand their duties and responsibilities.

A sixty-hour casualty simulation instructor's course and four basic casualty simulation courses were conducted in various locations throughout the province in support of the municipal disaster training program.

A municipal disaster exercise involving all major community services was held in Yarmouth. This exercise involved a 'truck-school bus accident'.

Municipal disaster exercises were conducted in Amherst, Antigonish, Barrington, Berwick, Canso, Glace Bay, Halifax, Kentville, Oxford, Springhill, Windsor, and Yarmouth.

EMO (NS), in conjunction with the St. John Ambulance Association, has embarked on a program to make standard first aid training available to volunteer fire departments. The need for such education became evident during community disaster exercises where it was observed that first aid training was required by the members of emergency teams arriving on the scene to ensure adequate care and handling of casualties.

GOVERNMENT ORGANIZATION

This activity provides for the continuity of government authority and the organization of essential government functions in an emergency. It requires the development of policies and plans covering the functioning of provincial departments, commissions, agencies, and municipal governments in all types of emergencies. For war contingency it involves the preparation of plans for relocation of government elements to emergency government headquarters, the establishment of operational procedures, state of readiness, and contingency plans.

Emergency government headquarters have been established as follows:

a. Regional Provincial Emergency Government Headquarters (REGHQ) at Camp Debert, Nova Scotia

b. Regional Relocation Unit (RRU) in support of the REGHQ at the Teachers' College, Truro, Nova Scotia

c. Western Zone Emergency Government Headquarters (ZEGHQ) at Kentville, Nova Scotia

d. Central Zone Emergency Government Headquarters (ZEGHQ) at Truro, Nova Scotia

e. Cape Breton Zone Emergency Government Headquarters (ZEGHQ) at Sydney, Nova Scotia

Halifax was one of a number of municipalities to carry out a disaster exercise in 1974. Location of the exercise was at a waterfront railroad crossing in the city's north end.

f. Municipal Emergency Government Headquarters (MEGHQ) would be established at the municipal level, co-ordinated by the ZEGHQ's

PUBLIC INFORMATION

During the year, EMO (NS) carried out a number of information activities to inform the public of its program and activities. These included production of the quarterly EMO Bulletin, press releases, and photography.

The wire transmission facilities of the Nova Scotia Communications and Information Centre are used to distribute both public information and emergency announcements to the provincial radio and television stations and daily newspapers.

The public information program will continue to foster greater public understanding of EMO objectives and activities through brochures and booklets, public addresses, and the news media.

DANGEROUS COMMODITIES

The continuing objectives of the dangerous commodities activity are to educate communities as to potential hazards, to develop procedures for municipalities to deal with accidents involving dangerous materials, and to maintain a capability of evaluating the radiological hazards resulting from nuclear war.

EMO (NS) maintains a province-wide reporting network for evaluating the effects of nuclear fallout in war emergency, and maintains the necessary radiation detection equipment for this purpose. It also assists the Department of Public Health and municipal and commercial agencies in assessing radiation hazards resulting from accidents involving the transportation and commercial use of radio isotopes.

EMO (NS) has been co-operating with the Department of Environment, together with the Canadian Environment Protection Service and the petroleum industry in their petroleum spill containment and cleanup programs.

LAW AND ORDER

On June 25, 1974, the Governor in Council approved Regulations under the Emergency Measures Act, authorizing the formation of a Royal Canadian Mounted Police Auxiliary for use when a state of emergency exists.

During the year, "H" Division RCMP enrolled 40 auxiliary members, established training centres at Halifax, Truro, and Sydney. The training program is scheduled to commence in April 1975.

RESCUE

The EMO (NS) Ground Search and Rescue program has been enthusiastically received throughout the province. Thirteen teams of volunteers have been organized and trained to date.

Many of the teams have become, or are in the process of becoming, incorporated under the Societies Act. The aim is to have one team per county, but where experience, population and geography dictates, additional teams may be formed.

During the year a total of 22 searches were carried out. Nineteen persons were rescued alive and three were found dead.

The following are some examples of search and rescue tasks undertaken:

a. On Monday, December 2, 1974, the RCMP at Sherbrooke requested the Eastern Counties Search and Rescue team to assist in searching for a lost hunter named Robert Firth, aged 46 years. The team commenced the search at daylight on December 3, with 50 men continuing until Mr. Firth's body was found on December 5. At the peak of the search 214 volunteer searchers were used, led by the trained compass men of the search and rescue team. An area of 1,000 acres was searched, and a total of 1,260 man hours was expended on this search.

b. On June 10, the RCMP at Windsor requested assistance

in searching for a lost person, Richard Jackson, aged 70. The Waterville Search and Rescue team responded to this request. This search continued in the Windsor area until June 15, when he was found in good condition. The Waterville team expended 500 man hours in this search.

c. On November 16, the RCMP requested assistance in searching for a lost hunter, Kenneth Calder, aged 16. The Springhill Search and Rescue team responded. The search, conducted by 35 team members, commenced on November 16 in the South Brook Canaan area. Mr. Calder was not equipped and prepared for woods travel. After encountering considerable difficult terrain, Mr. Calder was found alive and brought out of the woods at 11 p.m. the same day.

d. On September 24, the RCMP at Port Hawkesbury requested the assistance of the Eastern Counties Search and Rescue team in searching for two lost boys, aged three and four years respectively, near Troy, Cape Breton Island. The team arrived on site at 6:00 a.m. with 18 compass men. There were a great many volunteers already there, working without direction and tramping the area to such an extent that dogs could not be effectively used. The team went into the area and found the boys at 9:30 a.m., suffering slightly from exposure.

FALLOUT PROTECTION

In continuation of shelter planning sponsored by the federal government for the protection of the public from radiation hazards resulting from nuclear attack or peacetime nuclear disaster, a consulting engineering firm commenced the first phase of a Nova Scotia Provincial Shelter Plan, using data compiled through the employment of students in the summer of 1973.

EMERGENCY SOCIAL SERVICES

The Department of Social Services maintains a full-time officer as Director of Emergency Social Services. The department's res-

ponsibility in this field is to develop and maintain a provincial capability to provide emergency social services essential for survival, i.e., emergency lodging, clothing, feeding, personnel services, and registration and inquiry. In addition to this, plans are maintained to continue essential social services programs in emergencies.

Community emergency social services programs are the responsibility of the government's field units. The front lines of the department's emergency programs are centered upon community emergency welfare centres operated by local representatives from the provincial unit staff, in co-operation with volunteer agencies such as Red Cross and the local school boards. Most welfare centres are located in community schools.

During the past years, continued efforts have been made to train and exercise community welfare centres in conjunction with community disaster exercises.

Evacuation and relocation plans are being developed for homes for special care throughout the province. A number of successful exercises have been conducted by municipal EMO's in which the residents of homes for special care have been evacuated and taken to a suitable relocation site under simulated emergency conditions.

EMERGENCY HEALTH SERVICES

A reorganization of Emergency Health Services resulted in the appointment of G.A. Reno as Director, Dr. H.B. Culford as medical consultant, and a nursing consultant as yet to be appointed.

The resignation of Miss Christine Steele, the nurse consultant for emergency health, has left a void in our relations with health services throughout the province. During Miss Steele's five years with Emergency Health Services, she built up a rapport with the medical fraternity which is rapidly declining due to the difficulties experienced in providing a replacement.

A major disaster service for the City of Halifax which involved all the city hospitals was instrumental in providing the impetus to reassess the emergency medical plan for the city. As a result of this

reassessment, and with the greatest co-operation from the hospitals and staff, there is now a comprehensive working plan for the city hospitals with the pivot point being the Victoria General Hospital.

The emergency inter-hospital radio network installed in all Halifax hospitals was utilized when a construction incident severed the telephone cables serving downtown Halifax, and disrupted service for several hours.

Planning for a health component to the crash disaster plan for the Halifax International Airport was begun with involvement of a local physician group, Ministry of Transport. Medical Services Branch, Health and Welfare Canada, and the City Hospital group.

The Director, Emergency Health Services, attended the Federal/-Provincial Emergency Health Conference in October, 1974.